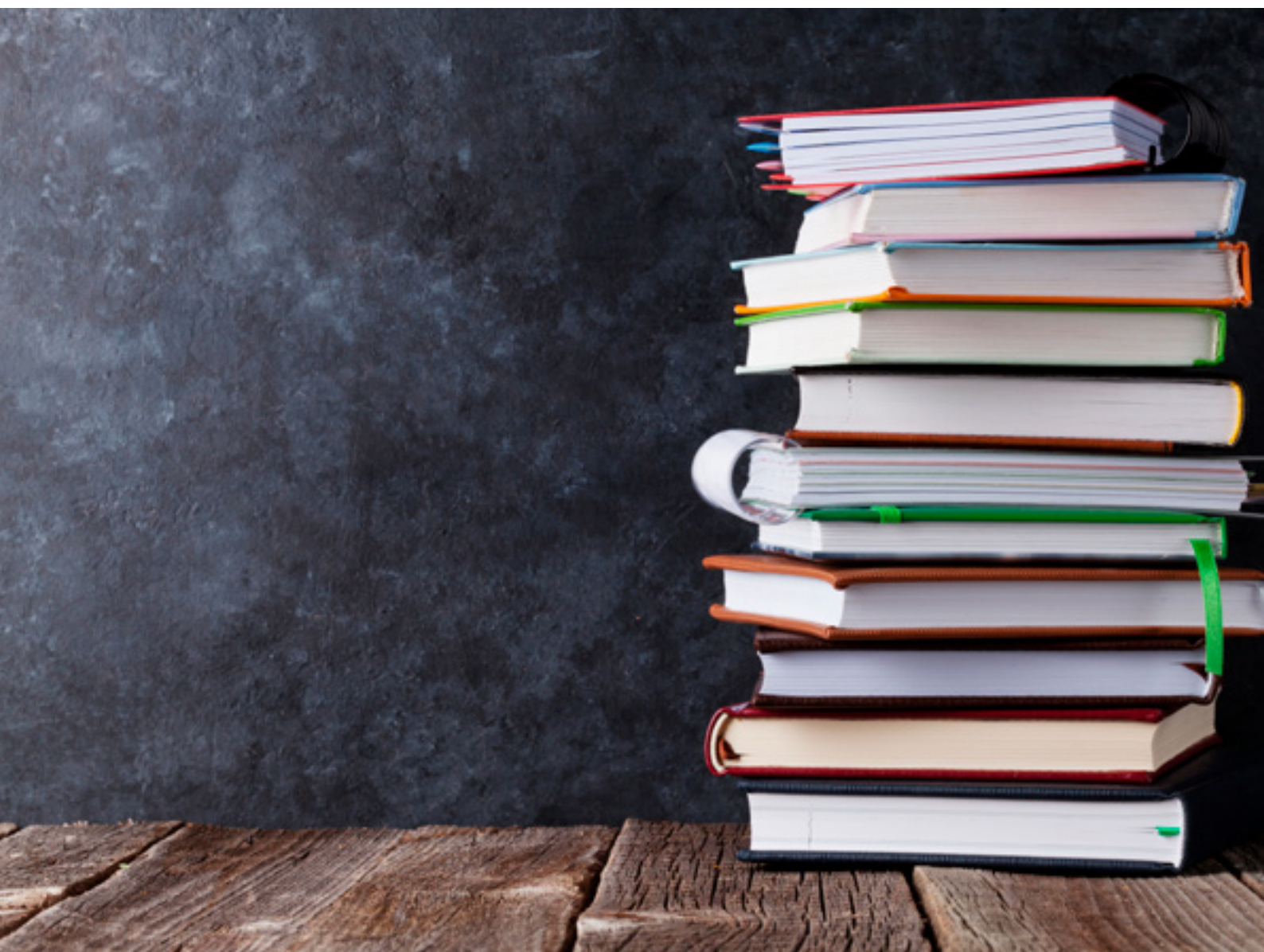


COUNTRY NOTE

Teacher career reforms in South Africa

Yusuf Sayed and Tarryn de Kock



United Nations
Educational, Scientific and
Cultural Organization



International Institute
for Educational Planning

Management of teachers


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About the project

Teacher career reforms are high on the agenda of many governments. A number of countries have reformed their teacher career structures over the past decades. Others have foreseen introducing changes in the near future. Yet, as countries launch into such reforms, it is important to make information available on the diversity of options and their implications.

The potential to learn from other countries, combined with the need to address this gap, prompted the UNESCO International Institute for Educational Planning (IIEP) to launch a research programme on teacher career organization and management. It aims to provide policy-makers and governments with a variety of policy choices related to teacher careers, and to explore perceived effects on teacher motivation, attraction, and retention as well as implementation challenges that countries face in the reform process. This information is essential for countries wishing to adapt their teacher careers before they decide to opt into complex and resource-intensive reforms.

The following research questions guide the project:

- What options exist in terms of the organization and management of teacher careers? How are teacher careers structured and promotion modalities organized?
- What are the perceived effects of different career models on teacher motivation, attraction, and retention?
- What difficulties are countries experiencing with regard to the management of their teacher career scheme? What are the implications and implementation challenges of different teacher career models?

The project started in 2015 with ‘Exploring the impact of career models on teacher motivation’ (Crehan, 2016), an exploratory study that reviewed the available research literature in the field of teacher career organization and the psychology of motivation. It framed the typology of career models and evaluation modalities referred to in this research. Field research followed: participating countries were purposely selected from among different geographical zones and income levels and because their reforms sought to diversify teacher career structures and professional advancement opportunities available to teachers.

In 2016, country reports collected accurate descriptions of teacher career structures in Colombia, Ethiopia, Lithuania, Mexico, Peru, Scotland, South Africa, and Thailand as well as information related to the reform process. Researchers analysed laws and regulations, basic statistics, and existing research evidence in addition to conducting semi-structured interviews with actors involved in the organization and management of teacher careers.

In 2017, in-depth case studies in Ecuador, New York City, and the Western Cape in South Africa were conducted. Their purpose was to provide a more thorough analysis and to find out from teachers themselves their perspective on changes made to their career. The career models implemented in Ecuador, New York City, and the Western Cape were selected because of their promising approach combining career opportunities with new evaluation and salary policies. This research relied on qualitative interviews with teachers and leadership staff as well as quantitative data from teacher questionnaires to capture the diversity and complexity of teacher careers in these different countries.

The research looked into a variety of career structure design elements that can give insights into career reforms on managerial and administrative levels. The research findings highlight key aspects that policy-makers need to consider before embarking on teacher career reforms.

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Contents

List of figures and tables	6
List of abbreviations	7
1. Introduction	9
2. Contextual information	10
2.1 Key legislation and main actors	11
2.2 New entrants to the profession	14
3. The organization of the teaching career and models used for promotion and evaluation	16
3.1 Single salary schedule	16
3.2 Salary progression based on appraisal	16
3.3 Career ladder	18
3.4 Rewards and incentives	24
4. Implementation challenges	25
4.1 Administrative and management challenges	25
4.2 Financial challenges	27
4.3 Challenges related to participation and communication	27
5. Perceived effects	29
5.1 Motivation and satisfaction	29
5.2 Attraction	29
5.3 Retention	31
Conclusion	32
References	34

List of figures and tables

Figures

Figure 1.	The education path of a prospective teacher	14
Figure 2.	Steps in IQMS Performance Management evaluation	18
Figure 3.	Career pathways and positions available to teachers in each pathway	19
Figure 4.	Career streams and corresponding positions with associated post levels	20

Tables

Table 1.	Key changes in the teacher career structure and associated legal documents	12
Table 2.	Main actors and their responsibilities	13
Table 3.	Relative Educational Qualification Values for given teaching qualifications	15
Table 4.	Minimum points required for a one-notch salary increase	17
Table 5.	Desired distribution ratio of post levels per 1,000 teachers	21
Table 6.	Salary notches for each qualification and position	22
Table 7.	Qualifications and experience required for selected promotion positions	23
Table 8.	Minimum PM appraisal score needed to be considered for promotion	24
Table 9.	Key implementation challenges	28
Table 10.	Graduation from initial teacher education programmes, 2009–2012	30
Table 11.	Total enrolment and first-time enrolment in initial teacher education programmes vs numbers of Funza Lushaka bursary recipients, 2007–2013	30

List of abbreviations

BEd	bachelor of education degree
CDE	Centre for Development and Enterprise
CPTD	Continuing Professional Teacher Development
DAS	Development Appraisal System
DBE	Department of Basic Education
DHET	Department of Higher Education and Training
DoE	Department of Education
DSG	Development Support Group
EEA	Employment of Educators Act
ELRC	Education Labour Relations Council
HOD	head of department
IQMS	Integrated Quality Management System
ITE	initial teacher education
NQA	National Qualifications Framework
NTA	National Teaching Award
OSD	Occupation-Specific Dispensation
PAM	Personnel Administrative Measures
PED	provincial education department
PGCE	Postgraduate Certificate in Education
PM	Performance Measurement
REQV	Relative Educational Qualification Value
SACE	South African Council for Educators
SDT	School Development Team
SGB	school governing body
WSE	Whole School Evaluation

1. Introduction

Effective teacher career management in South Africa is regarded as central to efforts to build an effective post-apartheid education system. The system needs to be able to meet development needs as well as redress past inequality. Over the last 20 years, teacher career organization and management have featured prominently as focus areas in major system-wide education restructuring efforts. The current teacher career structure reflects relatively new processes and procedures, which were introduced to redress elements intended to meet apartheid state objectives. It also aims to institutionalize a career structure that enables all teachers to reach their professional potential and contribute in ways essential to building a quality education system for all. Much of the debate and discussion on the topic is focused on challenges that have emerged in implementation of the new system.

This study draws on policy analysis related to organization and management of teacher careers. Sources include self-reflective, evaluative government reports, formal government documents, research reports on teacher career management, and qualitative interviews. Interviews were conducted with key figures dealing with personnel and teacher governance in the national Department of Basic Education (DBE); officials from the South African Council for Educators (SACE); representatives of teacher unions, including the South African Democratic Teachers Union and National Professional Teachers' Organisation of South Africa; officials from the provincial Western Cape Education Department; and school principals and teachers.

The current teacher career structure is relatively sophisticated and complex. It relies on strategies pertaining to the following teacher career models:

- **Career ladder.** Both horizontal and vertical mobility opportunities are available. Teachers can choose from three career pathways and move within or across them. They can continue as practising teachers in the classroom and seek promotion in the *teaching and learning stream* (i.e. be promoted to higher teacher levels), or be promoted to one of the two other streams (*management and leadership* or *educational planning, research, and/or policy development*), where teaching in the classroom is no longer central to the job.
- **Salary progression based on appraisal.** A 1 per cent 'notch' increase in pay is available to all teachers whose annual performance evaluation meets a minimum level of 'satisfactory'.
- **Single salary schedule.** An annual salary increase is available for teachers independent of their performance.

2. Contextual information

Government figures released in 2018 indicate that in 2016, 418,613 teachers were teaching in South Africa's school system, 91 per cent of them in 'ordinary public schools' and 9 per cent in 'ordinary independent schools' (private schools). In the public schools, 195,007 teachers were working at the primary level and 135,844 in secondary schools, with the rest teaching in combined and intermediate level schools (DBE, 2016).

The Centre for Development and Enterprise (CDE) reported that, out of 400,756 teachers in the system in 2013, 351,425 (88 per cent) were in permanent positions¹ and 45,881 (11 per cent) in temporary posts, while about 1 per cent were substitute teachers or of unknown status (CDE, 2015). Teachers in temporary positions receive the same benefits as permanent teachers once they have been employed for more than six months, even if they remain in a temporary post. Thus for the first six months they may be regarded as working outside an employment relationship, although they receive an amount equivalent to 37 per cent of salary in lieu of benefits (DBE, 2016). Temporary teachers can become permanent when positions for which they are qualified become available (e.g. a teacher who later resigns may qualify for the permanent post).

There are many interconnected factors to consider when examining the attractiveness of the teaching profession in South Africa. On the one hand, the country's teachers are said to be among the highest paid in the world (in purchasing power parity terms; NPC, 2012). It has also been noted that South African teachers tend to enjoy a higher starting salary than people in other professions at similar qualification levels, and this certainly contributes to the attractiveness of the profession (SACE, 2010). Moreover, it is recognized that the conditions of service include a range of benefits that further enhance the profession's attractiveness. The DBE has therefore asserted that, compared to the rest of the South African workforce, teachers are more likely to be highly educated, work fewer hours, and earn higher salaries (DBE and DHET, 2011b), though whether this can be empirically proven is debatable.

It is important to recognize, however, that while these remunerative elements of the profession are important to its attractiveness, overall the image of the teaching profession has deteriorated over the last 15 years (DBE and DHET, 2011b). Stakeholders say the most important factors that have contributed to this deterioration are the contextual conditions in which a majority of teachers are expected to work, leading to high levels of job stress (SACE, 2010). Other significant factors undermining the profession's attractiveness include:

- multiple policy changes and the associated expectations on teachers to implement them;
- increased administrative work;
- the general socio-economic conditions affecting many schools, especially in rural areas;
- a perceived lack of sufficient career advancement and mobility opportunities within the profession (SACE, 2010).

When it comes to teacher shortages, the CDE's latest study of teacher supply and demand suggests the issue is 'unevenness' across the system, with shortages of teachers in key subjects and oversupply in others. Areas with significant teacher shortages include languages in all phases and mathematics in the intermediate and senior phases. It is difficult to estimate the scope or extent of the problem due to concerns related to the reliability of teacher supply and demand data (CDE, 2015).

1. It is important to note that, of the permanently employed teachers, 297,001 were regarded as qualified, 27,411 as partly qualified, and 27,013 as not qualified (CDE, 2015).

The teacher attrition rate has remained at around 5 to 6 per cent per annum since 1994 (DBE and DHET, 2011a), except in 1997/1998, when it was 9.3 per cent due to dismissals and resignations amid the reorganization of basic and higher education (DBE & DHET, 2011b). It is recognized that there is a 'high degree of churning in the teaching force as teachers continually move in and out of the system' (CDE, 2015: 5). The most important causes of attrition are contract terminations, resignations, and mortality (DBE and DHET, 2011b). A survey by the Education Labour Relations Council (ELRC) in 2005 found that attrition rates peaked among teachers aged 55 or more and those aged 25 to 34. In the latter group, resignations accounted for 80 per cent of terminations and mortality for 15 per cent, suggesting that many people qualifying as teachers do not necessarily remain in the profession (DoE, 2005).

Between 1993 and 2013 the proportion of properly qualified teachers in South Africa increased significantly, from 53 per cent to 97 per cent, though some stakeholders have questioned whether improved qualifications have had an impact on improving learner performance (DBE, 2014). Observers cite a 'serious mismatch' between the qualifications of newly qualified teachers and the need within specific phases, key subject areas (CDE, 2015: 3), and 'rural and poorer schools' (DBE and DHET, 2011b).

2.1 Key legislation and main actors

Key legislation

The major shift in the South African teacher career structure was the development of a post-apartheid system, which radically changed and restructured the mechanisms that existed under apartheid. The fundamentals of the current structure have not changed over the last 20 years but modifications have been introduced to improve the system's efficiency and effectiveness. The key legal documents that introduced them are briefly presented below.

The Employment of Educators Act (EEA) outlines the broad conditions of employment of teachers at all public schools (RSA, 1998). It provides the framework for key areas of concern in teacher careers, which are acted upon in specific directives or policy amendments. The most important and most recent of these is the Personnel Administrative Measures (PAM) of the Act. This policy framework outlines in detail the conditions of employment of teachers at all public schools, including the career structure and the rules governing mobility, remuneration, and advancement within it (DBE, 2016).

The National Qualifications Framework Act (RSA, 2009) and the Revised Policy on the Minimum Requirements for Teacher Education Qualifications (DHET, 2015) outline, among other things, what the policy calls 'three broad qualification pathways' that teachers can follow to advance their careers. The pathways existed to some degree before 2008, as ELRC Collective Agreement 4 mentions four career areas, three of them corresponding to those now in place (ELRC, 2003a).² The policy also outlines formal Continuing Professional Development qualifications teachers can pursue to further their careers.

The Framework for the Establishment of an Occupation-Specific Dispensation (OSD) for Educators in Public Education aims to 'ensure a fair, equitable and competitive remuneration structure' so that good teachers who wish to remain in the classroom can progress to a higher status and salary level without having to move into a 'supervisory or management' post. This is done by providing for 'longer salary bands and substantial overlaps between salary levels'. In addition, the career paths for specialists and professionals are adapted to ensure remuneration equal to or greater than that of managers without having to take on managerial/supervisory duties. This initiative aimed to 'address the challenges of attracting and retaining educators' in education (ELRC, 2008: 3).

2. The fourth was for specialists and psychologists.

Finally, the Integrated Quality Management System (IQMS; informed by Schedule 1 of the EEA, it was agreed in 2003 and implemented from 2005), another key document related to teacher career organization, combined existing education quality management systems into one integrated evaluation and management mechanism (ELRC: 2003b).

Table 1 depicts the key changes and related documents.

Table 1. Key changes in the teacher career structure and associated legal documents

Pre-1994	New democratic constitution (1996)	New norms for teacher careers	Most recent legislation and policies
<ul style="list-style-type: none"> Teacher career structure and norms were embedded in the divided apartheid education system Various teacher career frameworks were part of the separate education systems, which were based on race and the divided homelands of Transkei, Bophuthatswana, Venda, and Ciskei 	<ul style="list-style-type: none"> The new constitution consolidated education departments into one system not based on race Jurisdiction over education (including the teacher career system) was shared by the national and provincial governments The ELRC, a multi-stakeholder forum, had been set up in 1994 to inform and regulate labour relations across the education system Changes in teacher career norms were made, in alignment with the new democratic system ELRC Resolution 4 of 1998 first introduced a teacher development appraisal system 	<ul style="list-style-type: none"> The National Education Policy Act of 1996 created the single education system The EEA of 1998 established a single framework outlining employment conditions for all teachers in the country ELRC Resolution 9 of 2002 introduced a uniform performance evaluation system to inform salary progression and rewards The key emphasis was on fairness, objectivity, and quality enhancement 	<ul style="list-style-type: none"> The National Qualifications Framework Act of 2008 and Revised Policy on the Minimum Requirements for Teacher Education Qualifications of 2015 formalized and consolidated three teacher career pathways (DHET 2013) Teacher qualifications were fully aligned with higher education qualifications framework The IQMS consolidated Development Appraisal with Performance Measurement and introduced Whole School Evaluation Fundamentals introduced in earlier ELRC resolutions remain the same with intended improvements to appraisal process, tools, and quality enhancement ELRC Resolution 2 of 2010 in principle delinks teacher appraisal for development purposes from appraisal for salary progression (ELRC, 2010) Implementation was still being finalized at time of writing PAM of 2016 consolidated key agreements reached in ELRC and outcomes of the Teacher Development Summit of 2009

Source: Compiled by authors.

Actors involved

The 1996 Constitution makes schooling a joint responsibility of the national and provincial governments. This means teacher careers are governed, organized, and supported

through both national and provincial policies and processes. Originally the education system was governed by one national Department of Education. It was split in 2009 into the DBE and the Department of Higher Education and Training. National policy, under the DBE and the national minister of basic education, largely frames the conceptualization, regulation, and organization of teacher careers, setting out the principles, criteria, structures, processes, and norms (such as salary scales) that regulate the system. The DBE is also responsible for ensuring general compliance with teacher career policies. Implementation, including teacher evaluation and progression processes, is driven by provincial education departments (PEDs), reporting to the provincial education ministers, although other administrative levels are also involved. In general, translation of the system into practice takes place at the provincial, district, and school levels. The following actors also play important roles in teacher career organization and management.

The ELRC is the bargaining council that serves the public education sector nationally and provincially. It deliberates on matters relating to teacher careers and reaches collective agreements crucial to their organization and management. Members of the national and provincial education departments represent the employer on the ELRC, while teacher unions represent the employees (teachers).³

SACE is the professional council for educators, with which all qualified teachers must register. It is also responsible for promoting teachers' professional development and is required to maintain and protect their ethical and professional standards.

At the school level, the principal or other direct supervisor and another teacher from the school evaluate teachers. Note that the process involves the active participation of a peer rather than a teacher union representative. The appraisal process results are consolidated and submitted to the PED as well as to a School Development Team (SDT), which, under the principal's guidance, is responsible for supporting the continuing development of the teachers at the school. *Table 2* summarizes the main actors at the various levels.

Table 2. Main actors and their responsibilities

Department of Basic Education	South African Council of Educators	Education Labour Relations Council	Provincial Departments of Education	School Development Team
Frames the conceptualization, regulation, and organization of teacher careers Sets out the principles, criteria, structures, processes, and norms regulating the system Oversees general compliance with teacher career policies	Registers qualified teachers Promotes teacher professional development Maintains and protects the ethical and professional standards of teachers	Deliberates on decisions relating to teacher careers and reaches collective agreements	Plays an important role in teacher career policy implementation and teacher evaluation and progression processes	Receives consolidated results of the teacher evaluation process Under the guidance of the principal, is responsible for supporting continuing development of teachers at the school

Source: Developed by authors.

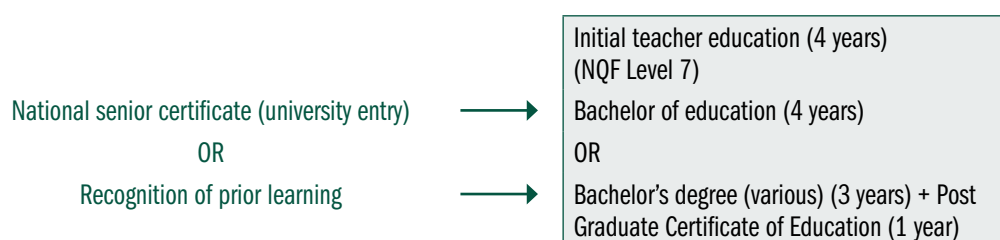
3. South African Democratic Teachers Union, CTU-ATU, National Professional Teachers' Organisation of South Africa, Suid-Afrikaanse Onderwysersunie (South African Teachers' Union), National Teachers Union, Professional Educators Union, Public Servants Association, and Health and Other Service Personnel Trade Union of Southern Africa.

2.2 New entrants to the profession

Requirements for entry to the profession

To enter the profession as a qualified professional, a teacher must complete a four-year bachelor of education degree (BEd) or an ordinary three-year bachelor's degree followed by a one-year Postgraduate Certificate in Education (PGCE), which effectively 'caps' the undergraduate degree, offering entry level initial professional preparation for graduates who want to become practising teachers. *Figure 1* captures the path of a prospective teacher into the profession.

Figure 1. The education path of a prospective teacher



Source: Compiled by authors.

Note: NQF = National Qualifications Framework.

Salary calculation and starting salary

The DBE salary and incentive system for teachers incorporates aspects of various career models used in the country into a unified remuneration structure. The salary scale for institution-based and office-based educators in South Africa in 2015 consisted of 221 notches. There are four main ways to reach higher salary notches:

1. One notch as an annual cost-of-living increase, awarded to all teachers whatever their status and position and independent of the quality of their practice.
2. A 1 per cent notch for all teachers after the annual appraisal, as long as the outcome of the evaluation is a ranking of at least 'satisfactory'.
3. A salary increase following promotion to a more senior position within any of the three career pathways, assuming the criteria for promotion are met, for example moving from teacher to senior teacher with an associated notch increase.
4. A possible increase when teachers upgrade their qualifications.⁴

Teachers entering the profession for the first time begin at the salary level corresponding to their Relative Educational Qualification Value (REQV). The REQV takes into account basic education, experience, and relevant qualifications in the field (*Table 3*; DBE, 2016).

First-time teachers start at the lowest level of the salary range relative to their qualifications and the position they take up. Thus a new teacher with no experience and a REQV of between 14 and 17 begins at salary notch 85 (ZAR 228,984 per year), with REQV 13 at notch 56 (ZAR 173,130), and between 10 and 12 at notch 4 (ZAR 104,127).

4. Provision is made for salary adjustment in case of upskilling within the teacher's current position, a change in career path, or a change in Relative Educational Qualification Value; or a one-off cash bonus may be allocated in lieu of salary increase for a higher REQV.

Table 3. Relative Educational Qualification Values for given teaching qualifications

REQV	Educational value
10	Grade 12 (national senior certificate) or lower without a teacher's qualification
11	Grade 8–11 plus a teacher's qualification of at least two years of relevant training
12	Grade 12 plus one or two years of relevant training
13	Grade 12 plus three years of relevant training
14	Grade 12 plus four years of relevant training
15	Grade 12 plus five years of relevant training
16	Grade 12 plus six years of relevant training. Only professionally qualified educators in possession of a recognized, completed degree can be classified as REQV 16.
17	Grade 12 plus seven years of relevant training. To be classified as REQV 17, a candidate must meet the requirements for REQV 16 and hold at least a recognized master's degree or an approved NQF level 8 qualification.

Source: DBE (2016).

3. The organization of the teaching career and models used for promotion and evaluation

The three parts of teacher career organization and management in South Africa correspond to the three career models: single salary schedule, salary progression based on appraisal, and career ladder. The structure applies to both primary and secondary teachers.

3.1 Single salary schedule

Since 2010, teacher salaries have increased by one notch every July. This notch reflects a cost-of-living increase and is given to teachers irrespective of their performance (DBE, 2016).

3.2 Salary progression based on appraisal

Teachers are evaluated annually. If the evaluation finds that their performance is at least satisfactory, they receive a one-notch salary increase.

The evaluation result is the only aspect taken into account for this type of salary increase. The framework used in the evaluation is intended to provide clear, holistic guidelines to assess the teacher's performance and developmental needs. There are 12 performance standards. The first four are in-class standards and the rest pertain to the teacher's activities outside the classroom (ELRC, 2003b):

1. creation of a positive learning environment;
2. knowledge of curriculum and learning programmes;
3. lesson planning, preparation, and presentation;
4. learner assessment;
5. professional development and participation in professional bodies;
6. human relations and contribution to school development;
7. extracurricular and co-curricular participation;
8. administration of resources and records;
9. personnel;
10. decision-making and accountability;
11. leadership, communication, and servicing the governing body;
12. strategic and financial planning and education management development.

Evaluation

It is important to note that the evaluation required to receive an annual salary increase is part of the Performance Management section of a larger evaluation framework, ensured through the IQMS (ELRC, 2003b). The IQMS combined former education quality management systems into one integrated evaluation and management mechanism. It consists of:

- Development Appraisal System (DAS) evaluates teacher performance and developmental needs, and results in a baseline evaluation used for the following year's evaluation of changes, improvements, and needs.
- Performance Measurement (PM) evaluates teacher performance for the purposes of administering incentives, annual salary increases, and promotions.
- Whole School Evaluation (WSE) evaluates the school's overall effectiveness and the quality of teaching and learning.

The same evaluation framework and process have been used for the DAS, WSE, and PM.⁵ In 2010 it was decided to delink the DAS and WSE from the PM, as it was argued that the focus on performance and associated status or remunerative rewards undermined the developmental intentions of the IQMS. However, the decision had not been implemented at the time of writing, and schools continued to use the old integrated IQMS (CDE, 2015).

As part of the IQMS framework, teachers are also required to participate in SACE-accredited professional development programmes and keep a record of them in their portfolios for the purposes of personal and professional growth, salary appraisal, and career progression.

Cumulative and criterion-referenced evaluation: The 12 performance standards each carry criteria measured on a four-point scale, from 1 (unacceptable) to 4 (outstanding). Thus the IQMS follows a cumulative evaluation model. Standards 1 to 7 apply to Level 1 teachers,⁶ 1 to 10 to heads of department (education specialists) and 1 to 12 to deputy principals and principals. Scores are calculated according to the criteria for each standard. The total score is calculated from the criteria and the rating scale to arrive at a final rating. Table 4 shows the minimum required scores for a teacher salary increase. The rating can be adjusted upwards if there are extenuating circumstances influencing the quality of the teacher's performance (e.g. teaching in difficult circumstances). The system is criterion referenced, as all teachers who reach the minimum required score receive a salary increase.

Table 4. Minimum points required for a one-notch salary increase

Post level	Salary progression
Level 1 (teachers and senior teachers)	56
Level 2 (education specialists)	84
Level 3 and 4 (deputy principals and principals)	104

Source: ELRC (2003b).

Evaluators: The evaluation process is conducted annually and involves the participation of the principal (or other supervisor), the teacher, and a fellow teacher (a peer), who together make up the Development Support Group (DSG). A final composite assessment of performance is made. Technically, no discretionary decision-making takes place once the appraisal has determined 'satisfactory' performance. The evaluation is supposed to be monitored by district or circuit offices to ensure that findings are consistent and that teacher evaluations correspond more or less to the WSE (ELRC, 2003b). The results of the appraisal process are consolidated and submitted to the PED for processing and release of increases.

Tools: Teachers have the opportunity to fill in a pre-evaluation form to reflect on their development needs, the support they receive, and their participation in out-of-classroom activities. Before evaluating the teacher, the DSG must discuss expectations, processes, and documents needed to complete the evaluation. These include:

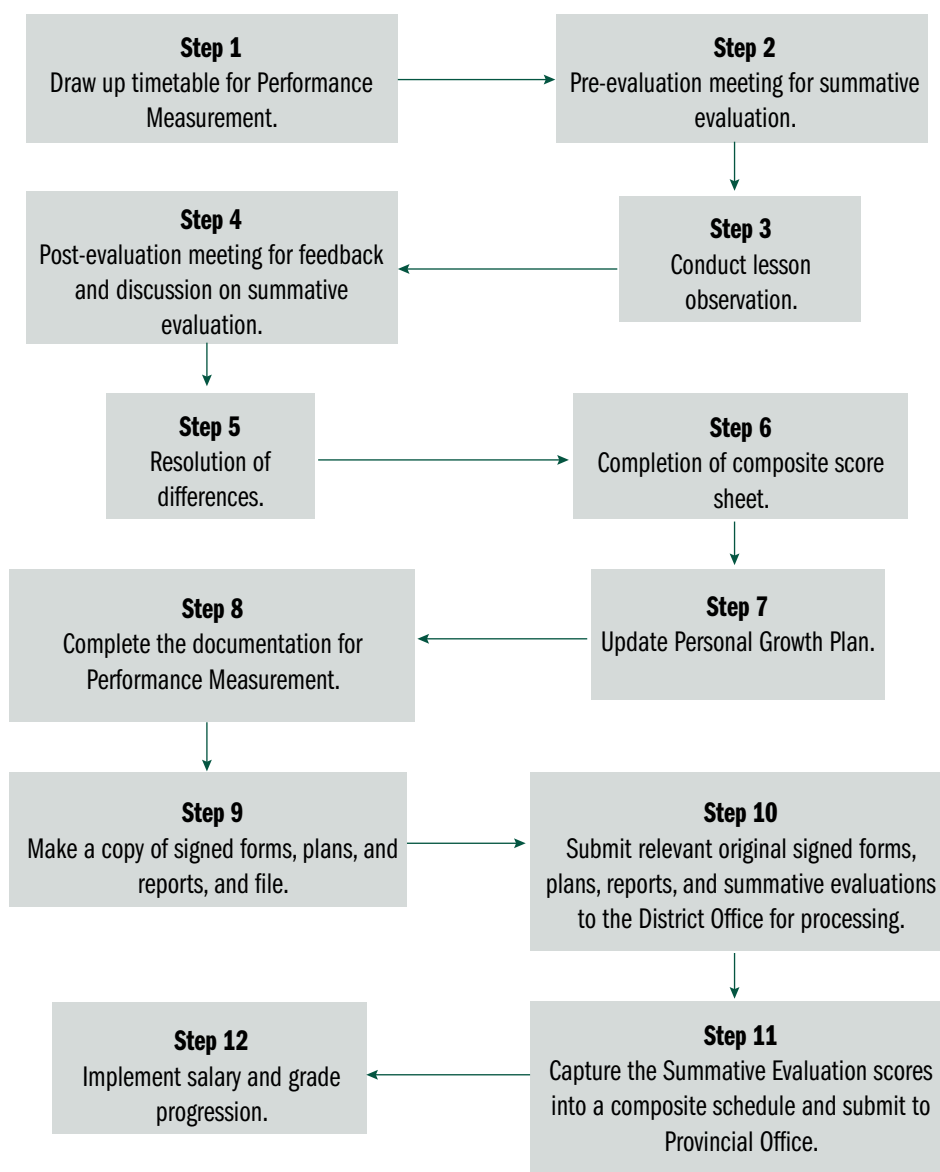
- lesson observation;
- submission of documentation, such as teacher portfolio and evidence of participation in Continuing Professional Teacher Development (CPTD);
- articulation of any grievances or challenges teachers feel may affect their evaluation or performance in general;
- development of a personal growth plan to improve on and respond to the baseline evaluation findings, which are used as the foundation for the following year's evaluation.

5. The DAS does not require final scores because its intention is purely developmental. But Development Support Groups are allowed to use scores as a guideline for development purposes.

6. Teacher levels are described later in the study.

Figure 2 depicts the process of evaluation.

Figure 2. Steps in IQMS Performance Management evaluation



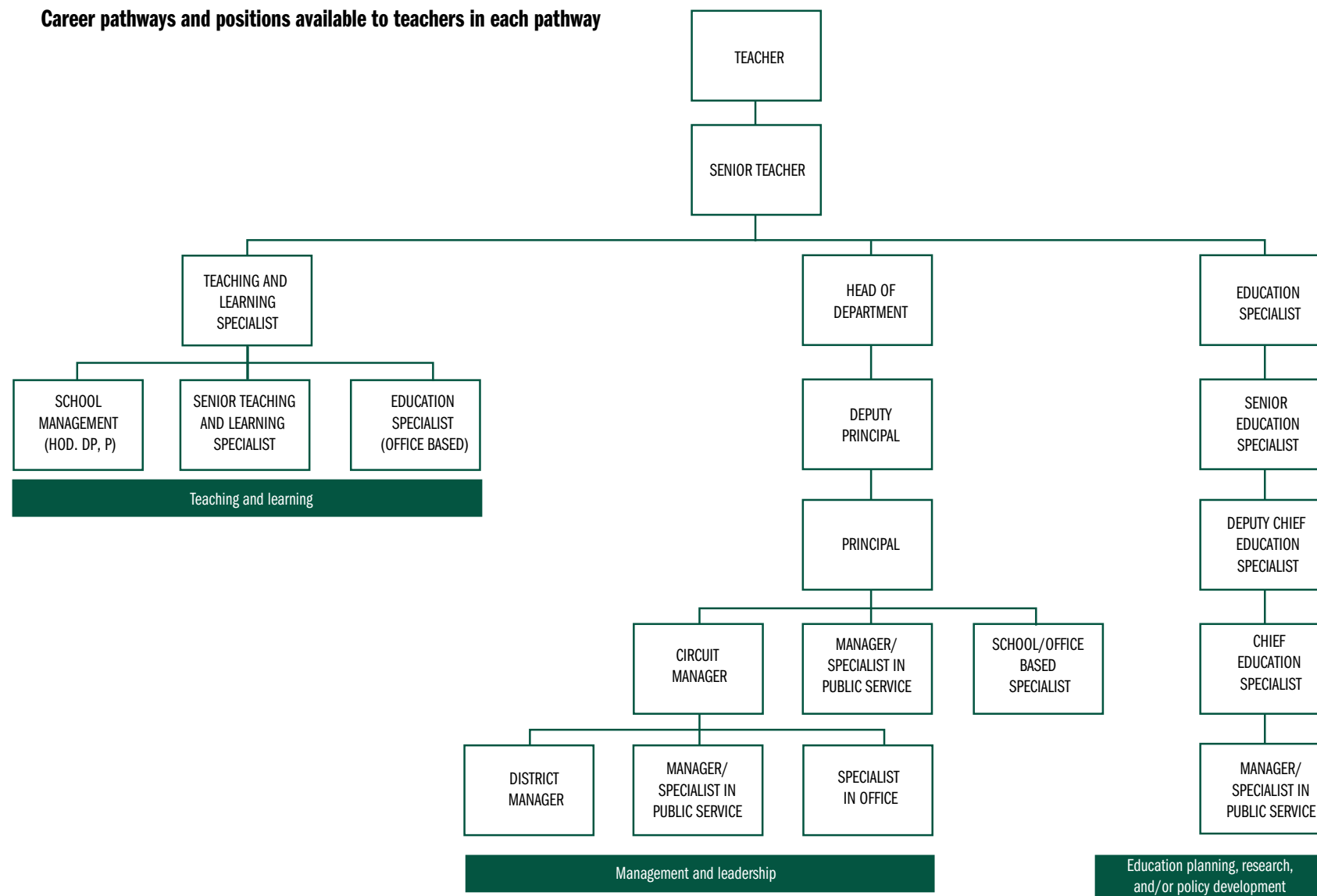
Source: DBE (n.d.).

3.3 Career ladder

Current and prospective teachers can follow one of three career streams, outlined in the Revised Policy on the Minimum Requirements for Teacher Education Qualifications (DHET, 2015) as ‘broad qualification pathways’:

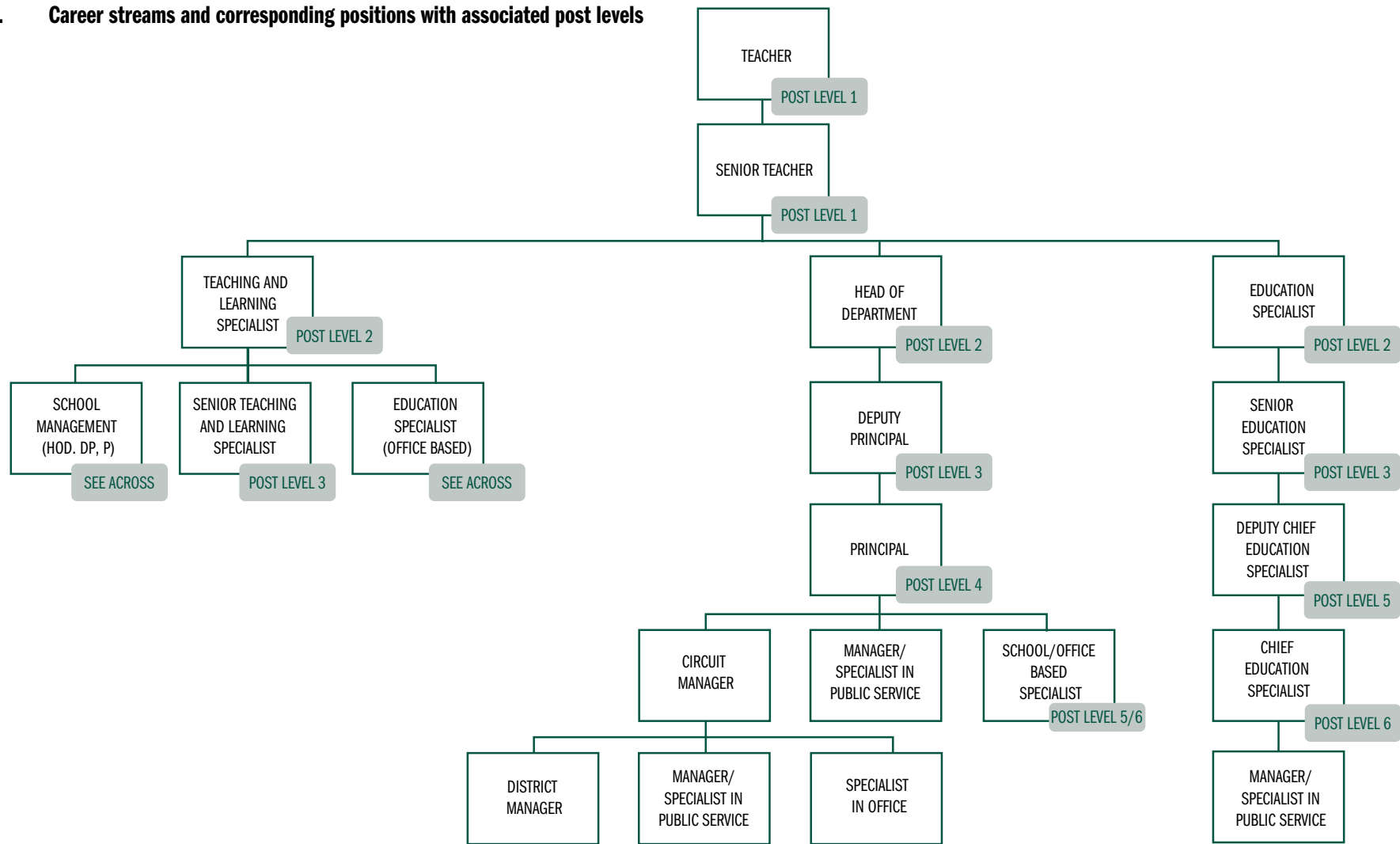
- The *teaching and learning pathway* enables the candidate to advance as a practising teacher within the classroom.
- The *management and leadership pathway* enables a teacher to move into managerial and leadership positions in the school or education system.
- The *educational planning, research and/or policy development pathway* enables candidates to pursue a more academic path.

Figure 3. Career pathways and positions available to teachers in each pathway



Source: Developed by authors. Note: HOD, DP, P = head of department, deputy principal, principal.

Figure 4. Career streams and corresponding positions with associated post levels



Source: Developed by authors. Note: HOD, DP, P = head of department, deputy principal, principal.

These pathways are intended to allow for career mobility within various areas of the education sector. Teachers can move into one of the pathways if they have met certain requirements. *Figure 3* maps out the three pathways and the positions that exist in each: the left-hand branch is teaching and learning, the central branch management and leadership, and the right-hand branch education planning, research, and/or policy development (often simply called the research pathway).

Each position is associated with certain responsibilities, which are described in the PAM. Each is also associated with a certain post level. *Figure 4* gives the career stream map again along with the post levels associated with the various positions. The roles shown do not include those in higher post levels, such as circuit and district managers. Similarly, teaching and learning specialists are not included in the PAM; a PED official indicated they had not had a significant amount of uptake. The number of teaching and learning specialists in a given school is pegged at the number of department heads in the school, and the number of senior teaching and learning specialists is limited to the number of deputy principal posts allocated to the school (ELRC, 2008). *Table 5* shows the general PAM guidelines for the distribution ratio of post levels per 1,000 teachers.

Table 5. Desired distribution ratio of post levels per 1,000 teachers

POST LEVEL	RATIO
1	697.20
2	182.20
3	84.50
4	34.20
5	0.95
6	0.95

Source: Adapted from DBE (2016).

Salary increases

Teachers move to higher notches after promotion. *Table 6* indicates the minimum and maximum salary notches for each qualification/post level (but recall that if the teacher is already at a notch level higher than the minimum for the post, they qualify for the one-off bonus).

Aspects taken into consideration for promotion

The teacher career model allows for movement both within and across the three streams once teachers have progressed to the level of senior teacher with the accompanying skill levels and years of experience.

Movement within Post Level 1 (e.g. from teacher to senior teacher) occurs through salary progression. Formerly, a teacher automatically became a senior teacher once notch level 103 was reached. However, this system recently changed. Though master teachers still exist, they are being phased out, for reasons explored in *Section 4*. And senior teacher positions are now reached through the salary progression under the new dispensation.

Movement from one post level to a higher one (e.g. from senior teacher in Post Level 1 to head of department in Post Level 2) is done through application for promotion when vacancies occur (DBE, 2015).⁷

7. Note that in the management stream, suitable candidates are promoted to HOD, deputy principal, and principal on the basis of both teaching and managerial experience.

Table 6. Salary notches for each qualification and position

Job description	Minimum notch	Maximum notch	Job description	Minimum notch	Maximum notch
School-based educators			Management		
Teacher (REQV 1012)	4	55	Head of department	108	201
Teacher (REQV 13)	56	138	Deputy principal	126	209
Teacher (REQV 14)	85	165	P1 Principal	108	186
Senior teacher (REQV 13)	103	138	P2 Principal	126	201
Master teacher (REQV 13)*	120	138	P3 Principal	144	215
Senior teacher (REQV 14)	103	168	P4 Principal	159	218
Master teacher (REQV 14)*	120	168	P5 Principal	180	221
Office-based educators					
Education specialist	108	201			
Senior education specialist	126	209			
Deputy chief education specialist**	147	160			
Deputy chief education specialist***	1	55			
Chief education specialist	17	61			

* The master teacher position is being phased out.

** Research pathway.

*** Management pathway.

Source: Adapted from DBE (2016).

Evaluation of a candidate's competencies for a new role involves recognition of factors such as qualifications, professional development, experience, and statutory requirements (DBE, 2015). In addition, the teacher appraisal score described in Section 3.2 is taken into account.

Beyond the position of senior teacher, to qualify for career progression teachers need to achieve a post-basic qualification recognized by SACE (ELRC, 2008). Management professionals also need to complete courses in school management to be considered for promotion. CPTD is thus a key requirement in career progression. To be considered for new posts, teachers must be able to prove that they have participated in personal development activities, workshops, and other processes.

Basic requirements for each position

To progress to a higher position, teachers must of course meet the 'educational qualifications, statutory requirements, competencies, skills and experiential competency of the post' being applied for (DBE, 2016: 93). Table 7 displays selected qualification and experience requirements.

Table 7. Qualifications and experience required for selected promotion positions

Position	Requirements
TEACHING AND LEARNING PATHWAY	
Teaching and learning specialist	Basic 4 year degree (REQV 15) 10 years of teaching experience (including at least 2 years at the school with the designated post)
Senior teaching and learning specialist	Basic 4 year degree 15 years of teaching experience (including at least 2 years at the school with the designated post)
MANAGEMENT AND LEADERSHIP PATHWAY	
Head of department (HOD)	Basic 4 year degree (a postgraduate qualification in an approved learning/subject area/phase is advantageous) 5 years of teaching experience
Deputy principal (DP)	Basic 4 year degree + a SACE-recognized professional qualification 7 years of teaching experience, including at least 2 years as HOD or equivalent managerial experience
Principal	Basic 4 year degree + a SACE-recognized professional qualification 9 years of teaching experience, including at least 2 as HOD and 2 as DP or equivalent managerial experience
Circuit manager	Basic 4 year degree or REQV 15 equivalent qualification 12 years of experience in education, of which at least 3 years of management experience
EDUCATION PLANNING, RESEARCH AND/OR POLICY DEVELOPMENT PATHWAY	
Education specialist	Basic 4 year qualification or REQV 15 equivalent qualification in learning/subject area/phase 6 years of experience in education
Senior education specialist	Basic 4 year qualification or REQV equivalent qualification in learning/subject area/phase 8 years of experience in education
Deputy chief education specialist	Basic 4 year qualification or REQV 15 equivalent qualification in learning/subject area/phase 10 years of experience in education
Chief education specialist	Basic 4 year qualification or REQV 15 equivalent qualification in learning/subject area/phase 12 years of experience in education

Source: Adapted from ELRC (2008).

In addition to these requirements, teachers are expected to comply with the SACE CPTD process, engage in self-study, and attend relevant workshops and courses. Part of the teacher workload includes up to 80 CPTD hours per year outside the formal school day, as indicated by school principals (DBE, 2016).⁸

8. PEDs, district offices, school management teams, and unions play key roles in the CPTD cycle, which takes three years to complete. The CPTD management system, which was phased in from 2014, is broadly intended to:

- target professional development programmes with a direct impact on teaching and learning activities in the classroom,
- elevate the status of teaching as a profession, and
- manage and administer points for CPTD activities.

CPTD feeds into the requirements teachers must fulfil in the IQMS, as their professional development activities can both result from and influence their personal growth plans or be a result of WSE or DAS. The relationship between the CPTD management system and the IQMS is cyclical: the evaluation processes in the IQMS must include the accredited CPTD programmes teachers have participated in to improve their qualifications and teaching practice (DBE, 2014). Teachers also use the same information from their professional development portfolios for their IQMS assessments.

Evaluation

The results of the PM evaluation are important for post progression. A teacher has to reach a minimum score to be considered for promotion (see Table 8).

Table 8. Minimum PM appraisal score needed to be considered for promotion

Post level	Post progression
Level 1 teachers (teachers and senior teachers)	78
Level 2 teachers (education specialists)	118
Level 3 and 4 teachers (deputy principals and principals)	146

Source: ELRC (2003a).

When a promotion post becomes available, the school governing body (SGB) convenes an interview committee composed of representatives from the PED, teaching staff, unions, and management/SGB members. The committees rank candidates in order of preference and submit the list to the SGB, which creates a shortlist for the HOD to consider.

3.4 Rewards and incentives

There are few official performance-related incentives or awards, other than those awarded by, for example, SGBs. Such awards are dependent on individual schools' resources. The share of budgetary allocation provincial departments can spend on incentives and awards is capped at 0.537 per cent of the department's total annual salary bill.

The National Teaching Award (NTA) is the only national-level incentive. Teachers are nominated by their peers for this award. The NTAs give national recognition to outstanding performance and are discretionary, administered through provincial departments to address 'specific needs/problems' (DBE, 2016).

Districts name a pool of nominees for consideration for provincial awards, whose winners participate at the national level. Winners receive prizes such as computers, cash, and even cars. A PED official interviewed said at least six to eight schools per circuit participated. It was unclear how much teachers' IQMS evaluation results factor into NTA selection.

PAM make provisions for what are called 'department specific benefits and awards', which include 'achievement awards' and 'incentives'. These follow specific criteria prescribed by the DBE to incentivize performance and to address inequality remaining in the system, such as the uneven take-up of posts in rural areas.

In addition, the Funza Lushaka programme, established in 2007, provides full-cost bursaries for prospective teachers in priority phases and subjects and rural schools (CITE, 2015).

Teachers' professional remuneration package includes, in addition to the basic salary, benefits such as a pension fund, housing allowance, medical aid, and various forms of leave, including both maternity and paternity leave. In addition, teachers' professional service is rewarded by the Recognition of Long Service Award and the Service Bonus.

4. Implementation challenges

Much of the debate and discussion about teacher careers relates to implementation challenges. In general, these challenges point to various problems, including:

- poor coordination of a system that many teachers generally regard as confusing and onerous;
- insufficient capacity at all government levels and within education institutions for effective implementation of the new systems and procedures;
- the continued existence of substantive inequality across the system that affects teachers in different ways depending on their circumstances, rendering the career model more effective for some than for others;
- difficulty moving away from a punitive system of monitoring teacher compliance towards one of teacher evaluation for greater accountability and improved practice.

Many of these challenges stem from the broader education and development challenges facing the country and need to be understood in such terms. Administrative, financial, and participation challenges often reflect the complexities of trying to systematize new, well-intended, and progressive procedures and practices within a historically damaged, unequal, and complex context. With this in mind, the following key challenges are noted as especially important to the current organization and management of teacher careers in South Africa.

4.1 Administrative and management challenges

Issues related to the operation of the teaching and learning pathway: A key initiative of the government was to ensure that good teachers had the opportunity to attain higher status and remuneration but remain teaching in the classroom (ELRC, 2008). Hence the ‘teaching and learning stream’ was put into operation. A PED official emphasized that in many ways, despite very good intentions, this initiative was not achieving what had been sought. For him, a key concern was a lack of guidance on what constituted ‘good teaching’, meaning the criteria for promotion in this pathway were unclear.

In addition, the official noted that the distinction between senior/master teachers and other teachers became quite costly to maintain, for several reasons. The first was that promotion to these positions was based on years of experience, and so came to be seen as automatic. This influenced the second reason, which had to do with its returns. Because senior/master teachers were rewarded for classroom service, they continued to defer to HODs and largely refused to take on more administrative or managerial responsibilities, arguing that to do so was antithetical to the reason the promotion was granted in the first place. As a result, a school could have several master teachers earning the same salary as the deputy principal with no increase in the school’s managerial or administrative capacity. Today, while there are still teachers on master teacher salaries, the practice of promotion has largely been discontinued. The system was revised in 2008, so that educators who would have qualified to become senior/master teachers in 2009 were instead granted a one-off cash bonus, amounting to 3 per cent of salary, in lieu of the salary increase they would have received (DBE, 2016), and experience was recognized through the award of an additional notch for every three years of service. Thus experienced teachers would still receive an increase but no longer be paid the equivalent of a deputy principal salary.

Challenges related to the NTA selection process: Key challenges cited in relation to the award programme were the tedious application process which involves evaluations, interviews, observations, and submission of documents, and the reluctance of good teachers to nominate themselves or accept nominations for the awards.

Remaining inequality in the system: Wealthier schools can attract better-qualified teachers because they have the budgetary discretion to allocate incentives and rewards. This makes it harder for poorer and more remote schools to attract and retain good teachers. It also affects such schools' ability to maintain teacher motivation and participation and reward good teachers for their work.

Challenges in implementing effective teacher performance appraisal in the IQMS: Multiple interviewees raised issues related to the PM implementation in the IQMS. Many of the concerns are also evident in government and non-government thinking on the IQMS and were reflected in the summative statement of the Teacher Development Summit in 2009. The summit report stated: 'The IQMS ... is considered to be time-consuming, bureaucratic and involving too much paperwork, features exacerbated by the fact that neither teachers nor district officials have the capacity or are adequately trained to use and thus benefit from it' (DBE and DHET, 2011b). From the information gathered for this study, the most important concerns can be summarized as follows:

- **The performance appraisal instrument is difficult to understand and confusing, with 'ambiguous language'** (Class Act Education Services, 2007): It was emphasized that this ambiguity often led to misinterpretation and contestation of the criteria. One departmental official said this had led some schools to use 'their own instrument', with obvious implications for fairness, appropriateness, etc. Another departmental official emphasized that the lack of a common understanding meant different schools, districts, and provinces interpreted the criteria differently.
- **The PM was overstated in a bid to secure buy-in from teachers** (Class Act Education Services, 2007): 'If you have satisfactory performance you will get a 1% increment', a provincial official said. 'A large percentage of schools are just treating this as a process issue ... and so where we fight with schools is we often get underperforming schools [that] have poor academic outcomes and all their teachers have [scored] 4s', i.e. the highest possible score.
- **There are issues with consistency in individual teacher evaluations:** Consistency may be compromised if the supervisor and peer have differing views on the teacher's performance. The lack of clear definition in the terminology and rating system means that, for example, the difference between a 'good' and 'excellent' rating is not adequately measurable, and becomes dependent on the normative interpretations of DSGs (Class Act Education Services, 2007: 48).
- **Many schools lack staff development teams:** The outcomes of evaluations are to be submitted to the SDT so that individual and collective developmental initiatives, programmes, and processes can be based on them. The provincial official reported that many schools did not have SDTs to take the findings forward, with the result that salary progressions may be automatic and developmental needs not appropriately responded to.
- **Training in implementing the IQMS is not always adequate:** In its report to the government on the IQMS implementation, Class Act Educational Services, a non-government organization, argued that insufficient training contributed to some implementation challenges. It suggested that the 'cascade' training model needed to be rethought, with more careful attention to quality control. Greater effort should be expended on explaining the reform to the public, to ensure broad base support. A provincial official said, 'We never take the effort to explain why we need to do things and engage in advocacy for new policies.' He added that the notion of 'training' versus 'orientation' needed to be more effectively dealt with; while national and provincial departments did make an effort to provide orientation on new policies or processes, this only familiarized teachers and managers with them, initiating advocacy for their uptake. It did not provide the training required for teachers to act on their knowledge in the course of their work.

- **The developmental element of the IQMS was given insufficient attention:** As already noted, a strong recommendation of the Teacher Development Summit of 2009 (DBE and DHET, 2011a) was to delink the DAS element of the IQMS from the PM. Although in theory this has taken place, concerns remain regarding attention to the developmental element. One departmental official observed that although the ‘unions have started to warm up to it’ the IQMS was still primarily seen as a tool for advancement. The official suggested that this perception was exacerbated by inappropriate use of appraisal outcomes (including areas identified for improvement) in processes such as disciplinary hearings when there should be no relationship between the two. ‘Teachers need to understand that as a result of my evaluation, the weaknesses identified [are] going to be addressed in a meaningful way’, said the official.
- In its earlier report, Class Act (2007) had also raised **concerns about time management and the appraisal process:** One departmental official said preparation for the appraisal took disproportionate attention at the end of the school year, becoming ‘an event rather than an ongoing process of development’. This is not optimal, as attention is focused on completing a process rather than on teaching and learning.
- **Other issues were related to the composition of the appraisal ‘team’:** The ‘tripartite’ nature of performance appraisal (involving the teacher, the principal, and a peer teacher) can be problematic. One departmental official suggested it often created ‘tensions between the teacher and the principal as their supervisor’, with a risk of contaminating the process, or the peer was ‘too close’ to the teacher.

4.2 Financial challenges

Implementation issues should be understood in the context of resource challenges and how their overall impact undermines effective functioning of the system. The study revealed two important issues:

Resource inequality hinders effective implementation. It was clear that resource inequality across the system played an important role in skewing the effectiveness of implementation. Put simply, contextual factors affecting schools, such as rural location and poor infrastructure, have an impact, often in complex ways, thus undermining implementation.

Resources are unavailable to improve teacher career prospects. There was a strong sentiment that despite government commitment towards, for example, creating better career prospects for good teachers, ‘what we have found in practice is that the resources have not been following the commitment that they have been making’, as one official put it. Two respondents emphasized that such concerns were especially evident across or between provinces. They suggested that both the issue of allocating sufficient resources for effective implementation and the level of commitment in a given province affected the achievement of what the new measures intended.

Officials noted that one reason the teaching and learning pathway did not really work in practice was that provincial budgets were so constrained that there were limited resources to give effect to some of the new roles envisaged.

4.3 Challenges related to participation and communication

Two important challenges are evident in relation to the participation of teachers and their representatives in the decision-making processes informing the organization of teacher careers:

Policies are poorly communicated. Teacher representative organizations play an active and important role in the ELRC, where formal decisions affecting teacher careers are

made and where consensus must be reached before processes and procedures are put into practice. The ELRC continues to be recognized as a critical structure in creating the conditions for effective stakeholder engagement. Yet it is also a site of dispute over key aspects of teacher careers. Despite the existence of this formalized system of consolidation and information sharing, poor communication remains a key concern for teachers, particularly at the school level in relation to key policies affecting teacher careers. The resulting issue is a lack of common understanding of the policies and how best to put them into practice (DBE and DHET, 2011b). In 2012, the South African Democratic Teachers Union identified 'poor communication between the school and school community and between the schools and districts' as a key teacher concern (SADTU, 2012).

The IQMS has been inadequately communicated, affecting its implementation. As a result, important information inputs and outputs of the evaluation process are diluted (DBE and DHET, 2011a) and interpretation of the IQMS is contested. In particular, this issue is seen most commonly in relation to the PM, whose implementation in many schools is 'compromised', according to a provincial official.

Table 9 summarizes the main challenges in implementation of policies and measures related to teaching career organization and management.

Table 9. Key implementation challenges

Administration and management	Finance	Participation and communication
Lack of clear criteria for promotion in teaching and learning stream; years of experience as default criterion Time-consuming and bureaucratic nature of IQMS Lack of local capacity to implement and use IQMS Performance appraisal instrument difficult to understand Lack of clear definition in the terminology and rating system resulting in compromised consistency of evaluations Lack of staff development team at school level resulting in automatic salary increase and improperly addressed development needs Lack of adequate training to implement IQMS Developmental element of IQMS given insufficient attention Evaluators 'too close to the teacher' Differing levels of commitment within and across provinces	Resource inequality across system skewing implementation effectiveness Lack of sufficient resources to effectively implement processes and procedures Lack of commitment to implementation in certain provinces	Poor communication as a key concern for teachers Inadequate communication on IQMS and its implementation

Source: Compiled by author.

5. Perceived effects

5.1 Motivation and satisfaction

The SACE study on teacher demand and supply (2010) found that, aside from economic concerns, teachers were largely motivated or discouraged by the environments in which they worked and the organizational circumstances that enabled or constrained their ability to work effectively. Findings from the study pointed to the effect of the teacher career model on levels of teachers' job satisfaction and motivation, as well as on their desire to remain in the profession, with adverse working conditions and heavy administrative responsibilities, alongside teaching duties, most frequently cited as disincentives.

[T]he majority of them are sick and tired of the profession. If you can offer them something like today to leave, they [would] be happy to quit the system, which is a sad thing because it's really reflecting then on what is happening, really, in classroom situations. (Interview with professional body representative)

In the same interview, the representative described the pressure on teachers to deliver results in national assessments and the Grade 12 exit examination, saying that teachers were demotivated by the emphasis on teaching for assessments, often under difficult circumstances, rather than on teaching holistically and with adequate support.

One mechanism for motivating teachers could be the PM component of the IQMS, which aids in the administration of teacher salaries, grade progressions, rewards, and incentives. Effective management of the IQMS in a school can allow for timely administration of the teacher's financial remuneration package, including the accrual of rewards and bonuses. Administrative difficulties in schools may delay or even prevent payment of bonuses or performance-related salary increases due to the way submission and application dates, identified by the PEDs and the DBE, are structured. Schools that can supplement teacher income with payments for additional in-school activities might offset negative attitudes towards the challenges of the profession, although as SACE noted, such measures seldom take place without a generally supportive, well-run, secure working environment.

One identifiable difficulty in motivating teachers is perceptions that remuneration and salary progression fall short of those in other professions (SACE, 2010, 2011). Greater demands on teachers to fulfil administrative and professional duties are not seen as congruent with their general salary levels, leading to a breakdown in motivation to perform these duties effectively. As the next section will show, this can have a knock-on effect on attraction to the profession by school leavers and other potential teachers.

5.2 Attraction

Despite some negative attitudes towards the profession, numbers of teacher education graduates nearly doubled between 2009 and 2012 (CDE, 2015). While this can be attributed in part to the establishment of Funza Lushaka, it cannot be assumed that the bursary programme is the sole thing attracting students to the profession, especially as it aims to support only about 25 per cent of students in initial teacher education (ITE). Other possible motivators are job availability and security (due to the pressing need for teachers) and the comprehensive salary package, which students may find makes teaching more attractive than semi-professional occupations for which bursaries may be limited or unavailable, particularly for students from low-income backgrounds (SACE, 2010). A significant finding of the SACE survey was that prospective teachers found the higher starting salary, relative to other fields, made teaching more attractive and might help retain teachers if they were kept aware of promotional and career path opportunities.

Table 10 displays data from the CDE report (2015) showing the increase in graduation from ITE programmes.

Table 10. Graduation from initial teacher education programmes, 2009–2012

	BEd	PGCE	Total
2009	4,446	2,532	6,978
2010	4,917	3,056	7,973
2011	6,178	4,415	10,593
2012	8,003	5,705	13,708

Source: Adapted from CDE (2015: 4).

As the table shows, the number of graduates from ITE programmes increased by 6,730 between 2009 and 2012. The data imply that those graduating with the BEd qualification in 2012 likely entered the programme in 2008 and 2007 (possibly 2006 for those requiring a bridging year or repeating a year). Funza Lushaka bursary provisioning increased by at least 22.4 per cent per year on average between 2007 and 2013 (see Table 11).

Table 11. Total enrolment and first-time enrolment in initial teacher education programmes vs numbers of Funza Lushaka bursary recipients, 2007–2013

Year	ITE programmes ¹		Funza Lushaka bursary recipients ²			
	Enrolments	FTEN	All ³	All (%) ⁴	New ⁵	New (%) ⁶
2007	29,926	10,950	3,669	12.3	3,669	12.3
2008	34,641	12,807	5,189	15.0	2,881	8.3
2009	42,151	16,553	9,190	21.8	5,744	13.6
2010	52,477	18,832	10,073	19.2	3,745	7.1
2011	74,038	28,947	8,716	11.8	1,732	2.3
2012	86,880	29,737	11,455	13.2	5,527	6.4
2013	94,127	26,503	14,512	15.4	6,847	7.3

1. Estimated numbers of total headcount enrolments and FTEN in undergraduate and postgraduate ITE programmes.
2. Figures on the number of Funza Lushaka recipients derived from various sources, including DBE (2012, p. 11), and Funza Lushaka bursary provisioning data received from the DBE.
3. Total number of Funza Lushaka bursary recipients.
4. Total number of Funza Lushaka bursary recipients (as in column 4), expressed as a percentage of the estimated total number of headcount enrolments in ITE programmes (as in column 2).
5. Number of students receiving Funza Lushaka bursaries for the first time.
6. Number of new Funza Lushaka bursary recipients (as in column 6), expressed as a percentage of the estimated total number of headcount enrolments in ITE programmes (as in column 2).

Source: Van Broekhuizen (2015: 132).

Note: FTEN = first-time enrolment.

The quality of graduates must be questioned in light of the coupling of the Minimum Requirements for Teacher Education Qualifications and the Higher Education Qualifications Sub-Framework for the purposes of standardizing and streamlining ITE and CPTD qualifications. After the government made a concerted effort to advertise the attractiveness of the teaching profession, applications to tertiary education institutions for ITE programmes rose considerably (DBE and DHET, 2011b). This helped make the

market more competitive in terms of applicant performance requirements, which could imply academically stronger school leavers entering ITE programmes and qualifying as capable teachers. Indeed, in an interview, a national bursary manager noted that

a research study from Stellenbosch University [shows] that the new teacher graduates in mathematics ... seem to be outperforming older teachers ... that are already teaching in school. ... [W]e're starting to show that the quality of teacher education output at universities is better than what many people would show.

The interviewee pointed to minimum standards for entry into teacher education as a key driver of improvement in teacher quality. Alongside this, CPTD programmes need to effectively help new and practising teachers cope with curriculum changes and demands on their administrative and professional abilities. Failure to do so would compromise the gains made in the initial quality of teacher education.

5.3 Retention

While a significant proportion of those leaving the profession resign, arguably those teachers who remain do so because of the relative financial and professional security, the regular increases in salary (however marginal these may be when measured against real economic value), and the potential for bonuses, rewards, and mobility through career paths.

Retention remains an issue due to challenges arising at several stages of the career model. For example, while the starting salary for a teacher is high relative to other professions, over time increased experience is valued more, in salary terms, in many other fields (SACE, 2010). This affects teachers' level of job satisfaction, and some choose to leave the profession for better prospects. The loss of these teachers – largely those between the ages of 30 and 39, who account for 43 per cent of terminations (most of them resignations) – leaves a crucial gap in the teacher experiential level between new entrants to the profession and retirees (SACE, 2010). The Occupation-Specific Dispensation is aimed at reducing this gap by encouraging experienced teachers to remain in education in non-management specialist positions where their expertise can be of benefit (SACE, 2010; DBE, 2016). The percentage of teachers who had considered resignation was at 55 per cent at the time of the SACE report (2010); it remains to be seen how the effect of the OSD is reflected in future attrition rates.

Other factors influencing retention include job stress, limited career mobility and job security, and difficulty with the teaching structure (e.g. teachers spend too much time on administration, or struggle with the requirements of new curricula) (SACE, 2010). An important element of teacher retention in South Africa is the attraction and retention of qualified, competent teachers to rural areas. SACE has recommended more decisive measures to ensure deployment of teachers to the areas where they are most needed, along with incentives to compensate for changes in lifestyle and available amenities (SACE, 2011).

Conclusion

The teacher career structure in South Africa involves complex policy mechanisms and processes at almost every stage of the career. Despite good intentions to ensure adequate support and development, implementation has faced significant challenges.

The diversified career pathway model provides a system for keeping good teachers in the classroom. It is tethered to the IQMS and CPTD, as the system recognizes the importance of teachers' professional growth and improvement in skills and qualifications for the sake of both their performance and improvement in their earnings and career position.

Much progress has been made in restructuring teacher careers to ensure that the profession moves towards becoming fully degreed. There was significant investment in teacher upskilling between 1990 and 2013. Teacher preparation is buttressed by a coherent framework that provides standards for ITE, complemented by clear specification of roles, competencies, and norms. In recent times this has been supported through the Integrated Strategic Plan for Teacher Professional Development, which formalizes CPTD and provides a clear framework for such opportunities.

An incentive system encouraging teachers to choose hard-to-teach students and remote schools responds to spatial and geographic inequality that persists within the education system, seeking to remedy it by targeting willing, qualified, and experienced teachers for such environments.

Implementation difficulties account for the majority of challenges recent reforms face. The capacity of various stakeholders involved in the system is uneven. Some schools lack SDTs to take evaluation findings beyond the 1 per cent increment, which affects whether CPTD and other teacher improvement initiatives are implemented at schools and targeted to the needs of teachers and learners in specific contexts. Lack of systemwide training on the requirements and tasks involved in processes such as the IQMS translates to a further capacity issue. In general, implementation of the sophisticated, complex teacher career and evaluation system is often weak and in a context of declining state resources.

In addition, there is a lack of clarity on and understanding of policies such as those governing the IQMS; interpretations of DSGs, SDTs, and school management teams vary, which affects effectiveness. A key challenge in this is the shift from the formerly punitive moderation and inspection system of the apartheid dispensation to one that is intended to be inclusive, integrated, and supportive.

The system could be improved in several ways. The importance of the IQMS for teacher development and appraisal means a key area of improvement is fine-tuning the IQMS for more effective implementation in all three facets of its operation. Improved clarity in the standards and criteria could also enhance the IQMS framework.

PM needs to be more clearly defined in its relationship to DAS. The problems of the 1 per cent increment being a guiding purpose for undergoing the IQMS, and the practice of completing PM solely for the increase, need to be resolved.

Class Act (2007) recommended that although the IQMS was an integrated system, training and orientation in its three components needed to take place separately, with clear directives, mandates, and responsibilities for each.

CPTD would also benefit from better targeting of the IQMS to teachers' needs for improved content knowledge, classroom management, and administrative capacity. Processes for qualification attainment could also be made more efficient. Integral to all this is ensuring greater follow-through after ITE to CPTD. Notably, there is a gap between initial teacher training and the demands of classrooms in diverse contexts. The system needs to simultaneously improve the ITE qualification and shape CPTD interventions to teachers' specific needs and experiences.

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Teacher career reforms in South Africa

In post-apartheid South Africa, the education system has striven to update its system of teacher career management through a series of policy updates. The resulting teacher career model has become complex, with opportunities for an annual salary increase, salary progression based on appraisal, or a career ladder model with both horizontal and vertical mobility options. These reforms were intended to incentivize professional development and growth while keeping the best teachers in the classroom.

This country note was conducted within the framework of an international research project on teacher careers implemented by the UNESCO International Institute for Educational Planning (IIEP). While highlighting the promising nature of the reforms, it also discusses several key implementation problems to include administrative, communication, and financial issues. Overall, it finds that the lack of clarity for teacher career progression caused by these issues has ongoing effects with regards to motivation, satisfaction, and retention among teachers.

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